

WHAT WILL BE THE ROLE OF LAW ENFORCEMENT  
AS A PROVIDER OF NON-ENFORCEMENT SOCIAL SERVICES  
TO OUR COMMUNITIES BY THE YEAR 2006?

A project presented to  
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Peace Officer Standards and Training

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This Command College project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future, creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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## CHAPTER 1

### THE ISSUE

#### Introduction

Modern policing has come a long way from the just the facts enforcement era of Adam 12 and Dragnet. Currently, community policing strategies include a large cadre of prevention and problem solving tools. More frequently than in the past, those tools include a number of social services including group and individual therapy, drug use prevention efforts, educational initiatives and mentoring programs.

Using the Vacaville Police Department as a model, this project looks at current services, and describes a possible future where law enforcement may become even more involved in duties that are still largely considered non-traditional and outside the realm of what police agencies typically offer.

Integration of additional social services will require some significant changes in the way many police agencies operate, staff positions, and even in how agencies structure management. Current wisdom that places a tenured, sworn police officer in every key leadership position may be inappropriate for the police agency of the future. Civilians with a variety of talents beyond arresting bad guys may in fact have great value in the police agency of the 21<sup>st</sup> century, an agency that sees traditional law enforcement not as its primary mission but one important approach to accomplishing the greater mission of enhancing quality of life for the community as a whole.

The Vacaville Police Department was recently involved in the development of a Youth Master Plan. During the process, the participants, representing the majority of social service providers in Solano County, spent months determining the assets necessary

to provide for the development and sustainment of a healthy child. No period of the child's life was ignored. In fact, separate committees reviewed positive development assets from fetal development to adulthood. This exercise demonstrated the commitment of a healthy community to provide social services to its constituents, while demonstrating a solid commitment to the future of its citizens. The participation of the Vacaville Police Department demonstrated the expectation that local law enforcement would play a role in those efforts, not only for the short term, but the long term as well. (Vacaville Youth Roundtable, 2000)

For this project, the Vacaville Police Department and the City of Vacaville will be used as a case study. Certainly, a number of trends relating to the delivery of social services can be identified in the law enforcement field. Approximately ten years ago during a discussion of parenting an officer assigned to the Vacaville Police Department Youth Services Unit made the comment that as parents seem to be doing less parenting, police officers are doing more, filling in where parents leave off. Offering rules, discipline, rewards, and consequences is not new to police agencies. The question remains, where will it go from here? What type of parenting role will the officer of the future play?

### Historical Perspective

Local law enforcement has already demonstrated a willingness to play a role in the delivery of social services. In the mid-1970s Vacaville Police Department received a grant award from the California Office of Criminal Justice Planning (OCJP) to develop a Youth Services Bureau. YSB, as it was known, had three primary functions. First, it

served as a diversion program for the youthful offender, diverting the juvenile away from the formal criminal justice system. Secondly, it established a truant officer, a civilian employee who returned truants to school; the measure of success for that program was the reduction of daytime burglaries. The third component of the program was the addition of professional counseling for young people and their parents. The counseling was provided by a Master Social Worker (MSW), an individual trained in counseling and armed with a master's degree in psychology or social work.

Currently, the Vacaville Police Department employs seven full-time MSWs. They provide direct services, program development, and supervision of up to 30 college interns. MSWs also oversee a program called Parents and Students Seeking Success (PASSS). PASSS serves primary school age children and their families with resourcing, skill building and mentoring. Workers assigned to the PASSS program are called Family Support Workers (FSWs). No college degree is required, only life experiences, common sense and good judgement, and good communication skills. (City of Vacaville, 1997) Educated by the college of hard knocks, these FSWs may offer a glimpse of what the future will bring for law enforcement and social services. FSWs work closely with patrol officers and social workers, bridging a gap that once separated the two professions.

Looking further back, the Norman Rockwell painting, The Runaway, demonstrates law enforcement's involvement in offering mentoring and guidance to children. The well known painting of the officer at the soda fountain with the young boy and his traveling gear hangs in many police offices. While frequently used to represent community policing, it also suggests that a century ago the police participated in

parenting with the acceptance and permission of parents and other family members that created the family unit, including grandparents, and uncles and aunts.

Other agencies offer similar services. For example, the Vernon Hills Police Department, located north of Chicago, Illinois, has a full time Social Service Director on staff offering social services to all residents of Vernon Hills, IL at no cost. Services available include crisis intervention, individual and group therapy, and family therapy. (Village of Vernon Hills, 2000)

The 78<sup>th</sup> and 83<sup>rd</sup> Precincts of the New York Police Department offer a variety of programs and initiatives, including follow-up social services to domestic violence victims. This program is operated in conjunction with the Victim's Service Agency and the District Attorney's office, an example of public agencies partnering with non-profit service providers. (New York Police, 2000)

In 1983 the city of New Orleans established an approach to deal with people manifesting potential mental illness. Rather than immediately arrest the suspect in such a situation, the mobile crisis service offers specially trained volunteers to provide crisis intervention and mental health assessments. The service is attached to the Special Operations Tactical Division of the New Orleans Police Department. (Wellborn, p.6)

The San Jose Police Department operates a Family Violence Center that offers counseling and advocacy for victims of domestic violence and their children, personal contact with attorneys from the District Attorney's office and with Social Workers from the Department of Family and Children's Services, referrals to 24 hour emergency shelters, and educational programs. (City of San Jose, 2000)



These agencies have identified the opportunity to offer prevention efforts under the umbrella of social services in their arsenal of crime fighting tools. Modern policing has come a long way from the traditional enforcement approach of the last half of the 20<sup>th</sup> century. Has it come far enough? Will police agencies be offering more extensive services in the next five years? What factors will play a role in those decisions, who will make those decisions, and what needs to change in today's police department to allow changes that strike at the very core of traditional policing?

### The Challenge

The opportunity now is to look critically at social services and to determine which are important to a safe community using Steven Covey's advice, "Begin with the end in mind." (Covey, 1990) With that approach, what social services are critical enough to be incorporated into the everyday operation of a police agency? As previously mentioned, the Vacaville Police Department began focusing efforts on status offenders a quarter century ago. Additionally, a counseling component offered free professional services, including clinical counseling for children and parents with no strings attached. The primary reason those efforts have continued and expanded beyond the original grant writer's imagination is the belief that counseling and working with the young offenders is an ounce of prevention that offsets a pound of cure in later years. The proof of its success may be largely anecdotal, but these facts remain: While crime was up generally in California for the first six months of 2000 (Lockyer, Dec. 2000), crime continued to fall in Vacaville during the same period. (Vacaville Police Department, June 2000)

The success of prevention programs with youth has not gone unnoticed. The primary program manager with Vacaville Police Department was recruited and hired by a Sacramento area police agency, who has patterned a program after the Vacaville Police Department Family Services Division.

The challenge is to assess successful programs in relation to community needs and develop a plan for the future that maximizes resources to offer social services in a manner that balances traditional law enforcement with new opportunities to serve. Diverting budget away from traditional law enforcement and toward the delivery of social services will be a bold step for many agencies, and require changes not only in philosophy, but also in budget allocation, organizational structure, training priorities, and hiring standards.

## CHAPTER II

### FUTURES STUDY

#### Introduction

William Mitchell, in his study of our electronic future, E-topia, describes a world of unbelievable connectivity and information. Intelligent walls follow employees around the office, adjusting climate controls and lighting. Intelligent clothing monitors the function of major organs, warning of impending heart attack or kidney failure in time to offer prevention and effective treatment. Miniature computers provide the wearer full-time wireless Internet connectivity with the inside of an eyeglass lens functioning as the monitor, invisible to the casual observer. Mitchell does identify a drawback to this wonderland of technology. While the electronic devices will be available to the rich who get richer through science, "...those who find themselves trapped in marginalized, underserved areas and are too poor to move...." and will have no or little access to these electronic items, and they will get poorer. (Mitchell, 2000) Technology is certainly one trend that will affect our future, but it is not a remedy for many of the problems society will face. What other trends and events will come into play?

#### Nominal Group Technique

The Nominal Group Technique (NGT) was used to develop future trends and events for this project. A group of eight experts in their respective fields were brought together to forecast what the future might hold for police agencies of the future and the delivery of social services. The group included a retired police chief, a police lieutenant who currently manages family services for the Vacaville Police Department, a retired

educator, an executive director of a domestic violence/rape crisis agency, an advocate for the homeless, a second police lieutenant who has chaired several county-wide committees relating to child welfare, a private consultant in the recycling industry, and a licensed marriage and family therapist. (See Appendix A) The diversity of the group offered interesting discussion in a number of social service areas.

The session lasted a full, busy and exciting four hours. The NGT process offered several important benefits. The focused brainstorming of the process allowed the facilitator to keep the group on topic with less effort than might be required during a normal, unstructured exercise. The round robin format for the brainstorming allowed those who might be seen as extroverts or introverts the opportunity to participate equally. With an even balance of police and non-police people, a mix of liberals and conservatives, and men and women, opinions were often quite stark in their contrast but respectful and often spontaneous.

Prior to the NGT, panelists were provided with a description of the process, the topic to be discussed, definitions of trends and events, and they were asked to arrive prepared with a preliminary list of possible trends and events based on the topic supplied.

### Trends

After reviewing the NGT process and discussing the topic under consideration, the group began the round robin portion of the process. After accumulating nineteen possible trends the group then condensed the list by combining similar items, and prioritized the trends to reach a list of twelve. (See Appendix B) This portion of the exercise required the group to forecast the level of the trend in relation to the value of 100

today. The relative or projected state of the trend five years ago (-5), and five years (+5) and ten years (+10) in the future were assigned by each member of the group, and the mean was calculated. The group also assigned a value between one and ten to the trend; this value was the group consensus of the relative impact the trend would have on the subject of this project. The probabilities and values determined by the group are found in Table 2.1, which follows.

Trends	-5 Years	Today	+5 Years	+10 Years	Concern (1-10)
1. Dependence on technology	33	100	168	399	8.0
2. Proactive Approach to Social Issues	52	100	155	198	9.4
3. Law Enforcement Response to Community Concerns	44	100	193	183	7.9
4. Gov't's Role in Addressing Social Service Issues	49	100	133	172	7.3
5. Police Agencies Filling Parents Roles	70	100	122	164	6.6
6. Desensitization to Violence	53	100	184	249	7.4
7. Variety of Demographic Changes	56	100	138	180	7.3
8. Marketing Law Enforcement as Service Profession	49	100	166	218	8.3
9. School Presence by Police	51	100	151	159	7.6
10. Public Concern of Police Misconduct	67	100	126	148	6.3
11. Evolution of Community Policing	54	100	136	199	8
12. Inclusiveness of Hate Crimes Definition	44	100	147	259	6.3

Table 2.1  
Trends

## Analysis of Trends

### 1. Dependence on Technology

Increasing dependence on technology for personal profiling, crime, crime solving, and Internet applications were discussed. The panel felt that we are relying more on technology to define and describe individuals, that criminals are using technology more, that the Internet is being used more than ever, and we are relying on technology more in even a general sense. This could alter the way services are delivered, and depersonalize service delivery while requiring law enforcement to develop new high tech skills.

### 2. Proactive Approach to Social Issues

The increased role of law enforcement in a proactive approach to social issues was discussed. Over the last few years, public agencies, including schools and police, have been more and more involved in parenting, mentoring, etc. The panel was of the opinion that police departments will be taking more proactive opportunities to enter the world of social services.

### 3. Law Enforcement Response to Community Concerns

An increasingly reactive approach in the community's response to law enforcement about issues such as racial profiling. Current efforts to collect data relating to racial profiling are reactive responses to the growing concern by racial minorities that they are being targeted by police. The panel believes that police agencies will continue reacting to these issues in the future, and that the delivery of social issues will be impacted.

### 4. Government Role in Addressing Social Service Issues

Growing economic issues including affordable housing, income disparities, losing public/social employees to private sector. The panel believes that a number of issues in

the economic arena are going to cause government to fill larger shoes, and for police departments to become more involved in social service delivery.

#### 5. Police Agencies Filling Parents Roles

More latchkey kids – both parents working – or just less future involvement with children was discussed. Currently, there are lots of single parent families, or families with both parents working. Kids are on their own more, or fall under the care of someone else. That someone may be a police agency, but not necessarily in an enforcement role.

#### 6. Desensitization to Violence

Video games, movies, TV, news, etc., are filling our consciousness with blood and gore. The panel believes that we are becoming increasingly less sensitive to violence, more tolerant of violent behavior, and more likely to need some type of intervention to deal with the social ills that may accompany that trend.

#### 7. Variety of Demographic Changes

An increase in urban infilling and gentrification, crowding of schools and an aging population were discussed. Things are changing. The cities are filling in, not only internally but between cities as well. Additionally, schools are getting more crowded and the population makeup is changing as the number of seniors is increasing. The panel believes that these pressures will force a need for more social services, and law enforcement may fill that need, at least to some extent.

#### 8. Marketing Law Enforcement as a Service Profession

Re-marketing law enforcement as a career, requiring more educated staff, and relying on more civilian management was discussed. Law enforcement is competing with the private sector for skilled employees. To fill personnel needs in the future, the panel sees

a need to remarket the profession to attract a more educated staff, and to rely more on civilian expertise in staffing management positions. This trend will attract fewer of the John Wayne type of police officer, but one that is more likely to look at social services as alternatives to arrest and detention.

#### 9. School Presence by Police

Increasing involvement on school campuses by uniformed officers. School resource officers are increasing in number nationwide. The panel thinks that trend will continue with more officers working on the campus in some type of identifiable uniform, as teachers, mentors, and enforcers. This activity will naturally result in a more socially conscious approach to dealing with youth.

#### 10. Public Concern of Police Misconduct

With lower crime rates, concerned individuals are less likely to tolerate infringement of personal freedom than might have been acceptable when crime rates were high and the public expected a high profile, enforcement oriented police force. This could result in a declining standing for law enforcement in general as it comes under more stringent scrutiny.

#### 11. Evolution of Community Policing

Designing for community policing, wearing soft uniforms for example, may accompany an effort to enhance the community policing process and extend a more gentle and softer approach to those we serve. The panel believes that this kinder, gentler approach will counteract a declining tolerance for police, and naturally lend itself to more social service delivery.



## 12. Inclusiveness of Hate Crimes Definition

Broadening the definition and response to hate crimes will come as more groups are able to demonstrate victimization. The panel believed that violence against women may be included in hate crimes legislation, adding to existing laws that define crimes based on victimization of protected classes as hate crimes. This trend will require law enforcement to broaden training and response to these crimes.

### Events

The group then followed the same process, identifying twenty-four events that they felt would have an impact on the delivery of social services. (See Appendix C) Events are occurrences that can be identified at a moment in time, as opposed to trends, that are composed of a series of related events. Perhaps as a result of the prior exercise, it was not unusual for group members to identify trends as events. Once the events were catalogued the group then categorized, and prioritized. The list was reduced to the top twelve most significant events that may have an impact on the delivery of social services.

Each panelist voted by assigning a probability to each event. Table 2.2 below shows the mean results for the group. The first column indicates the minimum number of years from now the event may occur. Column two is the likelihood of the event occurring in five years; column three is the likelihood of the event occurring in ten years. The last column rates the impact of the event on a scale of -5 to +5. A positive impact means that the event will support existing social service delivery systems—a negative impact means that the event will detract from current systems, requiring other delivery systems, including law enforcement.

Event	Year >0	+5 Years	+10 Years	Impact (-5/+5)
1. Welfare Reform Impact Hits	3	54	66	-2.1
2. Large Community Disaster	5	28	41	-1.4
3. Epidemic—Highly Contagious	9	0	33	-0.4
4. Reversal of Roe v. Wade	4	23	26	-0.6
5. Legalization of Drugs	8	0	9	-2.6
6. Failure of Health Care System	6	0	41	-2.4
7. Passage of Prop 38 (school vouchers)	1	43	46	-1.1
8. Change in President of United States	1	56	65	0.6
9. Terrorist Act Causes Massive Economic Disruption	3	46	75	-1
10. New Council Elected with Extreme Conservative Views	1	56	73	0
11. Fed. Government Stops Funding Social Services	3	44	53	-3
12. Massive Civil Unrest	6	0	37	-1

Table 2.2  
Events

### Analysis of Events

#### 1. Welfare Reform Impact Hits

The panel believed that welfare reform, as it now exists, will suddenly strike, causing a social catastrophe that will be seen as an event. That event will require well funded agencies, law enforcement being one, to take up the slack.

## 2. Large Community Disaster

This event is a compilation of several events that populated the original list from the round robin part of the exercise, including a natural disaster, an act of political terrorism, or an environmental disaster. With any of these occurrences, the need for social services would be greater than before, and law enforcement may have to fill that need.

## 3. Epidemic—highly contagious disease

This event is similar to the previous event, but considered by the panel to be more preventable. The current HIV/AIDS epidemic was cited as an example of how a preventable disease could get out of control. For this event, something similar to Ebola would qualify. Police agencies would find themselves in an interesting position as they deal with a combination of medical and crime related calls for service.

## 4. Reversal of Roe v. Wade

The panel was concerned that this event would result in a return to black market abortions, an increase in abandoned children, and a need for additional services, primarily for teenage girls. Pregnancy prevention could possibly become the territory of the beat cop, in order to prevent a homicide or an accidental death later on.

## 5. Legalization of Drugs

There was a concern that legalization of drugs would create a plethora of social issues that are similar to those related to alcohol abuse. The panel saw that event as unlikely, but if it occurred it would have a negative effect on society, requiring a greater social service response by the police.

#### 6. Failure of Health Care System

This event would be foreshadowed by other events allowing it to take place, a major economic failure of HMOs for example, but would be catastrophic, forcing many public services to deal with the fallout.

#### 7. Passage of Proposition 38; School Vouchers

The school voucher initiative was identified by the panel as one that would seriously affect the ability of the public school system to continue doing as well as it does. That would in turn require more services from other agencies, including the police department.

#### 8. Change in President of United States

This event, the change of the president to a conservative Republican, could result in a number of things occurring, including a change in the complexion of the Supreme Court. This could result in, for example, the reversal of *Roe v. Wade*. The panel, which was dominated by liberal voices, felt that a conservative administration would change a number of things, and result in Law Enforcement picking up the slack. The NGT was held prior to the election when a new, conservative president was elected.

#### 9. Terrorist Act Causes Massive Economic Disruption

The panel felt that a serious local act of political terrorism would destabilize the community and would cause immediate and serious disruption of the economy and political and social systems. Law Enforcement would again be relied upon to take up the slack, providing a series of services that were outside the purview of police agencies before the event.

#### 10. New Council Elected with Extreme Conservative Views

At the local level, the panel felt that a major change in the city council could change the approach that the local police take to providing services. Currently, the Vacaville Police Department has good support from the council for non-traditional programs. A change in leadership could change that, if a majority of the council felt the police should get out of the social work business.

#### 11. Federal Government Stops Funding Social Services

If for some reason social services including health care, welfare services, drug treatment programs, and others were suddenly de-funded then someone would have to deal with the poor, the sick, the mentally ill, the addicted and others. That could fall on law enforcement.

#### 12. Massive Civil Unrest

An event of massive civil unrest would tax law enforcement to its limits. While some agencies would respond by offering additional services, others may retreat to the core services of protection of life and property and offer fewer services. In any case, the panel felt that the effect was negative, and would have an impact on the question being studied.

### Cross Impact Analysis

Three members of the NGT panel reviewed each trend and event, and estimated the effect that each event would have on each trend. A numerical score was given to each trend vs. event combination. The scores ranged from -5, meaning the event negatively impacted the trend slowing the trends progress, to +5, meaning the event had a positive impact on the trend, speeding its progress. Table 2.3, which follows, records the results

of the cross impact analysis. This analysis was not a scientific study of trends vs. events, but was based on the knowledge and experience of the individuals assigning the values.

	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10	T11	T12
E1	+2	0	+2	+4	0	+2	0	+2	+3	0	-3	0
E2	-3	-5	-1	0	0	+2	0	-3	-3	-2	-3	0
E3	0	-4	-5	0	0	0	-2	-2	-3	-2	-2	0
E4	0	+1	0	0	0	0	0	0	0	0	0	0
E5	0	+3	+1	0	+2	+1	0	0	0	+2	0	0
E6	+2	+5	0	+2	+4	0	0	0	0	0	0	0
E7	+1	0	0	+3	+4	0	0	0	+3	0	0	0
E8	0	+2	0	0	0	0	0	0	0	0	0	-2
E9	+2	+2	0	0	0	+1	0	0	+3	-1	0	0
E10	0	-1	0	0	0	0	0	0	-2	0	0	0
E11	+2	+3	0	+5	+3	0	0	0	+2	0	0	0
E12	+4	-3	0	+2	0	0	0	0	+5	+4	-4	0

Table 2.3  
Cross Impact Analysis

Most events seemed to have a generally positive effect on trends, meaning they would speed up the trends causing them to advance more quickly, or a generally negative effect on the trends, slowing the progress of the trends. It was unusual for an event to hasten some trends but slow others. For example, Event One, welfare reform, in most cases would cause trends to speed up, if it had any effect at all. The impact of welfare reform, as an event, was considered negative for the community by the panel, and therefore accelerated trends that would support the need for additional social services.

On the other hand, Event Three, a serious epidemic, slowed most trends that related to increased social services because the nature of the event would require that law enforcement deploy it forces to respond to more basic life and death issues; social

services would have to wait. A pregnant teenager seems rather benign when compared to a mass evacuation of residents to prevent the spread of Ebola.

Event Two, a large community disaster, affected more trends than any other single event. Clearly, something of that magnitude would require every available resource, and would affect almost every aspect of a community's life. The reversal of Roe v. Wade, Event Four, was believed to have no impact on most trends other than law enforcement taking a more pro-active approach to social issues, presumably in efforts to prevent unwanted pregnancies. Most events were perceived to have no potential impact on Trend Twelve, hate crimes, with the one exception offered by Event Eight, a change in the President or Supreme Court. This is interesting because the change did occur, suggesting there could potentially be a negative or slowing effect on the response to hate crimes and little or no expansion of hate crime legislation, at least on a national level.

Trend Two, a proactive approach to social issues, may be impacted by ten of twelve events. The group believed that every event except for welfare reform and the passage of school vouchers would have an affect on this trend, with a large community disaster the most damaging to a proactive responses to social issues, and failure of the health care system doing the most to move this trend along.

### Scenarios

When attempting to forecast the future, the imagination plays a significant role. That was certainly evident during the NGT process. The following scenarios were derived from the ideas, trends and events developed by the NGT panel. The first is a dark look at what the future could hold for the police, and the delivery of social services.

This look at the future results from a tragic event, and the difficulty of responding to the myriad of issues that would confront the police officer. The second scenario is based on an optimistic view of social service delivery, from the perspective of one that believes that it is a good thing for the police to provide these services. The last is based on the status quo, and describes a very possible scenario based on the current staffing and practices of the Vacaville Police Department.

### A Pessimistic Future

Another day, another dollar, in the year 2006. Officer John Wayne Smith stood in front of his locker and looked at the contents. A variety of non-lethal weapons were crammed into the bottom with the kind of careless abandon that should have at least triggered an accidental discharge from the Taser. That didn't happen, because John had no intention of ever using a Taser. If somebody had to be capped, he was going to use one of the several lethal weapons at his disposal. So far, he hadn't killed anyone yet. But the time was sure to come—very few officers on his department had avoided a lethal shooting since the epidemic. The virus that hit three years ago had taken a huge toll on the community, leaving social services decimated and the infrastructure of government was still teetering from the blow. Initially, as thousands were reported dead long before the cause of the disease was identified, vermin-carried-disease began to spread as bodies stacked up.

John was a new officer then, still with a training officer. He remembered that he had just finished the POST course on facilitating the 12-step program. With a BA in psychology and two years of interning at a rape crisis center, he was the ideal candidate



for Vacaville Police Department. Their reputation was excellent as a full service provider of social services while they were still remembered as an agency that took care of business when the time was right.

He could remember it just like it was yesterday, clearing a burglary report and going to a medical call. The child was only about five years old, but the bleeding from the eyes, nose and ears was so profuse John thought someone else was hurt. Fortunately, he remembered a contagious disease course he took in college. The mere sight of the child sent him out quickly, dragging his partner along. They put on their protective gear and respirators and returned inside. The child was dead by the time they returned. Within days that entire family had succumbed to the disease, and hundreds of cases were reported to the Center for Disease Control.

John's next few weeks were spent moving bodies to a quarantine area. The stench and death changed his life, and the lives of everyone in the nation. The best guess, even now, was that it was an act of terrorism, a biological weapon. It really didn't matter; no one cared any more. The victims of the disease that didn't die suffered from a type of disease-induced insanity.

Now, as the country tried to put itself back together, John was on the front line, fighting crime, holding the line between survival and insanity. His BA was just a worthless piece of paper now. In fact, it was on the bottom of his locker, safely lodged against the floor by the weight of an AK47. He thought about that 12 Step program, for just a minute, and almost picked up the Taser. Almost. Not today.

## An Optimistic Future

Another day, another dollar, in the year 2006. Officer John Wayne Smith stood in front of his locker and looked at the contents. Things certainly have changed, he said to himself. John didn't have an office, but someday, as a mental health professional, he would. Shift work and space constraints in the police station made it difficult to assign individual offices to each officer, but he knew that the planned building expansion would change all that. John was one of the new breed of officers that the department was hiring now. With a BA required, and the expectation that the officer would become a licensed therapist within seven years, times were certainly changing. He reflected fondly over the first three years of his career. While still on FTO training he had completed the POST course for facilitating 12 Step programs. That was a snap, having had some personal experience with the 12 steps during college. Once he was off training, he immediately entered a graduate program at CSUS. The department's liberal tuition reimbursement program covered all the expenses. Fortunately, he had taken some courses earlier that helped him deal with people experiencing grief.

Grief. That word always triggered some poignant memories. He reflected on a medical call. He could remember it just like it was yesterday, clearing a burglary report and going to a medical call. The child was only about five years old, but the bleeding from the eyes, nose and ears was so profuse John thought someone else was hurt. He flashed back on a contagious disease course he had taken in college, but then noticed the trauma to the back of the child's head. While paramedics were on their way, he questioned the family. They were all in shock, and blaming themselves. As it turned out, they had just rescued a large dog from the local pound. The youngster had decided to

play in the back yard without telling anyone. The dog was so happy to see him it ran full speed and knocked him backward into a flagstone planter. Dad found him about five minutes later, unconscious and bleeding.

Once the paramedics were on scene John worked with the parents to help them understand how grief and guilt affect us all. The child recovered, and the parents were forever thankful for his help. It felt good to provide that kind of service to a family. Now, John was just finishing his internship, the last step in becoming a marriage and family therapist. In only three years! He looked back to his locker. A picture of the young boy was taped to the back wall of the small enclosure. John reached for the compact Taser and pepper spray that he always carried, under the blue blazer that identified the sworn officers. Good to have some alternatives to lethal force he said to himself.

#### A Surprise Free Future

Another day, another dollar, in the year 2006. Officer John Wayne Smith stood in front of his locker and looked at the contents. "Things certainly have changed," he said to himself. Five years ago, nobody had ever heard of a "Family Support Worker" (FSW). John was a little resistant to the idea himself. The thought of having a part-time civilian as a rider was not exactly what he had in mind as a new officer, but you have to go along with the program, it all pays the same. Three years ago John was just a rookie cop, and hadn't had a lot of experience in a lot of areas. During some POST training he had taken a course on how the 12-step program works, but other than that he was just a regular cop trying to learn the ropes. Sure, he knew the basics about arresting drunk drivers and handling domestics, but that was all covered in the academy.

He remembered the first time an FSW rode with him. He reflected on a rescue call. He could remember it just like it was yesterday, clearing a burglary report and going to a medical call. The child was only about five years old, but the bleeding from the eyes, nose and ears was so profuse John thought someone else was hurt. He flashed back on a contagious disease course he had taken in college, but then noticed the trauma to the back of the child's head. While paramedics were on their way, he questioned the family. They were all in shock, and blaming themselves. As it turned out, they had just rescued a large dog from the local pound. The youngster had decided to play in the back yard without telling anyone. The dog was so happy to see him it ran full speed and knocked him backward into a flagstone planter. Dad found him about five minutes later, unconscious and bleeding.

John was at a loss. How do I comfort this family? While wondering what to do next he heard voices in the next room. It was the FSW talking to the mom and dad. She was amazing! Within a few minutes she had contacted the families minister, doctor, and next door neighbor. The neighbor was going to keep an eye on the dog, the doctor was going to meet the paramedics at the hospital, and the minister was arranging for meals for the family; he would be at the hospital too. The FSW did even more. She left information that listed resources for a variety of things, without exacerbating the guilt that was already devastating the parents. In fact, she arranged for a support group leader to check in with the family in a few days when things had calmed down. John just stood in the background and watched her work.

In about 30 minutes, they were clearing the call and on to the next assignment. John reached over to the FSW, hand extended. “Thanks, partner.” “Glad to help,” she replied.

The trip down memory lane over, John finished grabbing his gear and headed for the squad room. “Hope my FSW saved me a seat,” he said to himself.

### Defining the Future

While these scenarios are based on the potential trends and events defined by the NGT panel, no one knows what the future may hold. Each of the scenarios suggests an answer to the question regarding the nature and extent of social services that may be provided by law enforcement in the future. In each of these scenarios the law enforcement executive may ask what role they might play in defining their own future. The prudent manager will not merely allow the winds and tides of trends and events to move their agency to a position, but will instead make every possible effort to manage those trends and events that may have an impact on service delivery.

## CHAPTER III

### STRATEGIC PLANNING

#### Vision

The opportunity exists for the Vacaville Police Department and others to look to the future with an optimistic approach to social services delivery. The future of funding in this area is uncertain for most agencies, but public safety generally and law enforcement specifically receives an ample portion of public funds. The challenge is to define the future in such away that funding the necessary social services, as defined by each agency, is an important consideration for the funding authority. Looking to the future, what strategies make sense? This exercise in strategic planning for the future delivery of services will be based on several assumptions:

- The agency has demonstrated success in delivering social services
- Agency leaders view social services delivery as a viable law enforcement activity
- The community supports the department in offering expanded services
- Federal, state and private funding will continue to support pilot projects in social service delivery
- Crime prevention is an agency focus

With those assumptions in mind, consider the following Vision, based on an optimistic but surprise free view:

The Vacaville Police Department will play a major role in supporting and improving the quality of life for all residents of the community, expanding its focus to include not only crime control and prevention, but also assuring through

strategic partnerships and creative problem solving that means are available to support the physical, social and emotional needs of those we serve.

### Stakeholders

An increase in social service delivery will have an impact on groups and individuals. Stakeholders include any segment of the community that is affected by the change. For example, police employees will be subjected to additional training and responsibility, as well as some potential increases in liability and accountability related to the quality and propriety of delivered services. Community members may find an increase in available resources as police agencies add services, or they may experience fewer services as other agencies pull away from the social service delivery business. Private or public agencies, faced with the competition of services from a police department, may find it difficult to compete with an agency that is adept at crisis mode operation.

Police administrators may find they are uncomfortable when faced with operating a formerly conservative, paramilitary operation that offers services outside of their regimented comfort zone. Libertarians may oppose police agencies offering social services, feeling that it may infringe on personal or civil rights to have police employees privy to the kind of information that was formerly available only to confidential counselors. The ACLU may in fact see a move by law enforcement to social services as a conflict of interest, asking how a person with a criminal history could be expected to be honest and open with a police employee, and therefore be denied service due to an adversarial relationship that interferes with constructive and effective communication.

Additional stakeholders include City Councils charged with budgeting for social service delivery, existing providers that would be tasked with offering training and support, and the public that would need to accept this new non-traditional service.

### Strategic Initiatives

To best determine what priorities need to be addressed in a strategic plan, an assessment of current status is valuable. A tool useful for this is the SWOT analysis, looking at organization Strengths, Weaknesses, Opportunities and Threats. Table 3.1 illustrates a SWOT analysis for the Vacaville Police Department.

<u>Strengths</u>	<u>Opportunities</u>
Prevention policing programs and efforts Public Support/Opinion Dedicated and talented employees Training officers Visionary leaders Fiscally efficient School and business partnerships Well equipped employees/officers Professional reputation Award winning youth programs Proactive and productive policing efforts	Grants, creative funding Extended lobby hours Rewarding performance—Incentives Viability of Peer Counseling Reinforce Mission, Vision, and Principles Thriving community Development of cultural competency
<u>Weaknesses</u>	<u>Threats</u>
Support staffing not keeping pace with growth Hiring, retention, monthly training Career development focus Evaluation process and accountability Facility/Building CAD/RMS outdated Division and shift communications Internal Affairs coordination Training Dispatchers and Clerks Dispatch Staffing Records processing and equipment	Not being “Dedicated to Excellence” Status quo/mediocrity Dwindling applicant pool Community standing/Credibility Internal Stresses, Stressors Growth (Everything!) Potential crime rate increases Impact of Prop. 36 (treatment for drug offenders) Youth alcohol and drug abuse

Table 3.1  
SWOT Analysis for Vacaville Police Department



A committee consisting of a cross section of the department completed this SWOT analysis in November 2000. It is current, and reflects contemporary thoughts and views of the department. It is interesting that the strengths identified in Table 3.1 suggest a well-balanced organization with assets that serve the community as well as internal strengths that serve the employees and organizational structure, while weaknesses are generally considered to be internal and related to the structure, facilities, and employee relationships. In June of 1999, the City of Vacaville adopted a revised strategic plan that called for an analysis of the five areas of city services, including public safety. To assess public safety, the police and fire chiefs created a Citizens Committee to Assess Public Safety. Their report was published on March 8, 2000. In the report, under the heading , “Impact of Proactive and Preventative Programs,” the committee said in part:

- Programs in Police and Fire are some of the most proactive in the state.
- A large portion of the budget is allocated to prevention programs. This is a proactive approach that appears to be instrumental in keeping the crime rate down.
- At first glance, the staffing in the Field Support and Family Services Divisions seems to be disproportionately high. After looking closer at each unit operation and the impact on the community made by each of these operations, staffing appears to be appropriate.
- The Family and Youth Services Sections appear to have programs in place to proactively address crime prevention. (Citizen’s Committee, 2000)

The committee was favorably impressed by the direction the department had taken in non-traditional proactive areas. Clearly, in this department, the background structure exists to branch out further in that direction if a decision is made to do so.

Is this consistent with the mission of the Vacaville Police Department? The mission of the department, which remains unchanged from 1992, is as follows:

As members of the Vacaville Police Department we will vigorously strive to meet the diverse need within the community and our organization. We will greet the future with vision and enthusiasm, working in partnership with the community to safeguard and enhance the quality of life for those we serve. (Vacaville Police Department, 1992)

This Mission Statement was reviewed in 1997 and again in 2000. The consensus each time was to leave the mission unaltered. With reaffirmation of the mission of the Vacaville Police Department, what organizational strengths and weaknesses does this department demonstrate, relative to the future delivery of social services?

Strengths:

- An organizational commitment of community partnerships
- A mission to protect and enhance quality of life
- Visionary, well educated police leaders
- A civilian professional as program manager, on the chief's staff
- Wide community support
- Established partnerships with education, non-profit community based organizations
- An organizational culture that values contributions by civilian employees

- A city council firmly in support of existing prevention programs
- Stable tax base for continued funding

Weaknesses:

- Continuing staffing issues caused by shrinking candidate pools
- Organizational reluctance to place civilians in key management positions
- Inadequate office space for existing staff
- Competition from other agencies and private industry for talented staff
- Limited financial incentives for talented civilians to relocate to law enforcement

Based on the strengths and weaknesses identified, the following initiatives are recommended. First, the creation of a management level civilian position in the Family Services Division. This will offer credibility to the non-traditional services offered by therapists, counselors, employment specialists, and health care workers that may be invited to join the organization. The current structure is managed by a police lieutenant who is learning the non-traditional side of prevention policing, but the risk remains of continued loyalty by high-level staff members to the sworn police manager type of organization. This change in department leadership could be accompanied by the transition of the Support Services Division Commander to a civilian position as well. Table 3.2, on the following page, is a simplified depiction of the current organizational structure of the Vacaville Police Department.

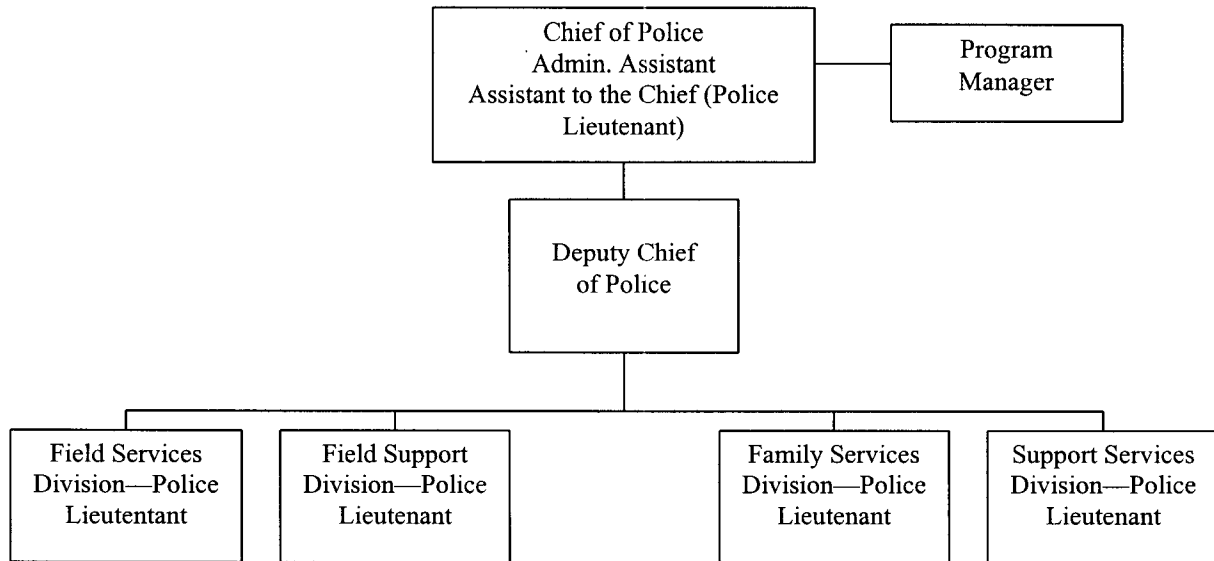


Table 3.2  
Current Structure (simplified), Vacaville Police Department

Table 3.3 below is a recommended structure based on the preceding initiative, incorporating the recommended management realignments to achieve an organization that is designed to offer increased delivery of social services in the future.

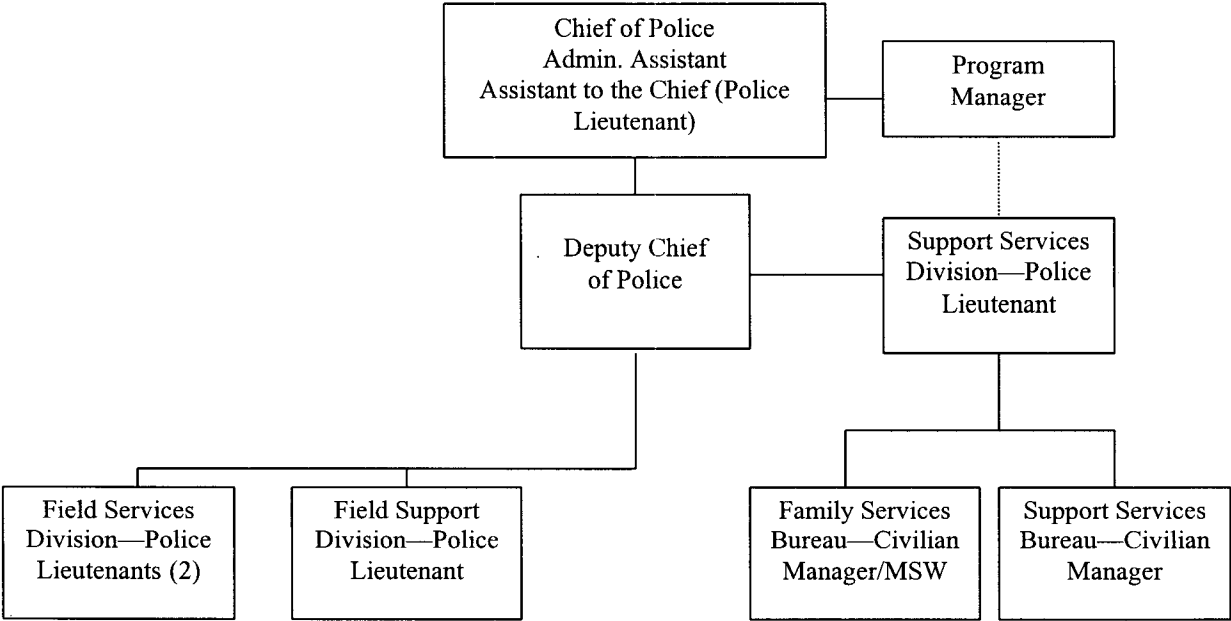


Table 3.3  
Proposed Structure (simplified), Vacaville Police Department

This proposed realignment offers several advantages. First, it maintains oversight of divisions by sworn lieutenants, which will alleviate normal concerns that some of the more traditional law enforcement people within and outside the organization may have. Secondly, it adds civilian management at key locations in the organization where a large percentage of the civilian employees are assigned. For the purposes of this scenario, the Family Services Bureau Manager would be the individual with the responsibility of

overseeing a fair amount of the social services delivery. The lateral positioning of the Support Services Division Commander and Deputy Chief positions the Support Services Commander for eventual upgrade to Deputy Chief or Assistant Chief as the division grows. To provide the future oriented organization that this project envisions, this Deputy or Assistant Chief position is very well suited to be staffed by a civilian manager who has equal authority, status and pay with the Deputy Chief in charge of police operations. The two bureaus are positioned to become divisions, with the managers of those areas preparing to become peers with the other division commanders in the organization.

The second initiative proposed for the purposes of this scenario is the modification of training for the police officers, particularly first responders, with the objective of identifying the customer's needs for accessing resources in the Family Services Bureau. A second training objective would be to train the officer who is first on the scene to provide for basic needs by proper resourcing and referrals prior to the arrival of an FSW, or in the absence of an FSW. Training will be a key ingredient to the future success of a police organization that is interested in serving the public in this non-traditional way.

#### Transition Management

Moving the issue from the present to the future will require a number of steps to mitigate the impact of change on the members of the organization, and to prepare those who authorize funding to accept the need for this change in philosophy and operation. With the eventual goal being the ability to achieve the proposed vision as discussed

earlier in the project, which is assuring through strategic partnerships and creative problem solving that means are available to support the physical, social and emotional needs of those served, it will be important to prepare current and future employees to meet those needs through either direct service or by resourcing the proper agency or service. It will also be necessary to fund training for employees, and to fund the additional managerial positions necessary to meet the organizational structure changes to support this organization. The Family Services Bureau Manager, in the proposed realignment, needs to be a qualified individual, capable of dealing with members of the public and private sectors from all levels of authority and influence. This person also needs to have the qualifications and skill to oversee the clinical components of the program. To recruit the successful and properly skilled administrator will require that it will be a well-paid position. This raises the question, how will police agencies recruit competitively for qualified individuals? Currently, most agencies are finding it difficult to recruit, hire, and retain police officers with a high school diploma. The problem may be magnified when attempting to recruit, hire, train and retain an individual who is qualified to oversee the delivery of social services by therapists, social workers, and police officers. A partial answer to this question lies in addressing the needs of other stakeholders. A well prepared marketing initiative designed to attract qualified individuals and acclimating other community members to this new approach to police work should go a long way in furthering the program.

Training and funding will be ongoing obligations of the newly designed organization. However, before training and funding are addressed, the leaders of the department will need to embrace the new structure and vision. Bernard Levin asks in his

article dealing with unwanted children, "...we ought to rethink how we are structured as policing agencies. Should we concentrate (as almost all agencies have) on combat policing...or should we move toward a more human services approach." (Levin, 2000)

Fortunately, Vacaville is well on the way to reaching a level of success in the human services arena. How will Vacaville maintain its existing momentum, and how will other agencies be able to design their structure to fit a social services delivery model? Will city councils and managers be easily convinced to enter the social services delivery business, with the attendant budgetary, structure and training issues that move will require? Even agencies well along the path to this end will find it difficult to make additional changes that may take funding and resources away from traditional law enforcement methods. Police chiefs will need to show evidence that this is the correct path to follow, and while some examples exist, the proof is yet to come. The following chapter will offer some recommendations that may be helpful to this end.



## CHAPTER IV

### FINDINGS/IMPLICATIONS/CONCLUSIONS

#### Leadership Implications

To achieve this magnitude of organizational change and a new look at the fundamental way of approaching law enforcement will require a major endorsement by the leadership of the police agency. While Vacaville has already begun a journey in that direction, there is still resistance to placing civilian managers in leadership positions, and the approach of many street level officers is one of cynicism when it comes to any type of service delivery that hints of social work. Even leaders in the organization who philosophically support movement to more socially oriented service delivery have been born and raised on more traditional approaches, and have personal biases to overcome when supporting new and innovative programs. Unfortunately, even the more forward thinkers in organizations can be quite traditional in practice.

The challenge is to set a clear vision consistent with the predetermined mission of the organization that can be legitimately tied to crime prevention and maintenance of the community's quality of life. While the traditional cop on the beat may have little tolerance for a new social program being sold by the administration, that same cop will consider strategies that offer ways to avoid paperwork and repeat calls to the same addresses. In fact, an agency with a strong community policing philosophy and practice will likely find that social service delivery is palatable as a community policing technique, a way of problem solving with approaches unique to law enforcement. Much of the community policing philosophy is based on problem solving with the goal of reducing repeat calls to the same address. If an officer had a tool that could be used for

problem solving, for example a Family Support Worker (FSW) skilled at aligning available resources to respond to an identified issue, that officer would first approach the tool with skepticism, even resistance. After hearing through unofficial channels of some successes, the officer would test the waters, and give the FSW an opportunity to prove or disprove their utility. A leadership supportive of the FSW, and equally supportive of allowing the officer to prove the merits of the program, will have the opportunity to allow the skeptical officer to become an ally and proponent of the new approach to problem solving. For the skeptic, nothing succeeds like success.

### Recommendations

Exactly what types of social services will be offered by individual law enforcement agencies in the year 2006 is difficult to predict. It is possible to offer some suggestions regarding what may be successful, and what will serve as a starting point to reach a level of success and staff acceptance. This project is based on one of several possible scenarios. The scenario selected for this study is considered the most likely to occur, based on past experience and history of the Vacaville Police Department. In the past two decades, the number of Master Social Workers employed by the Vacaville Police Department has increased 600 percent, compared to a population increase of 172 percent during the same period. That one statistic suggests a trend. To continue the comparison, if the staffing of social workers was to continue at the same rate, 30 percent per year, then the Vacaville Police Department would find itself adding two social workers to its staff each year for two years, then three the third year. This type of geometric progression is shown in Table 4.1, with years 2005 and 2010 projected.

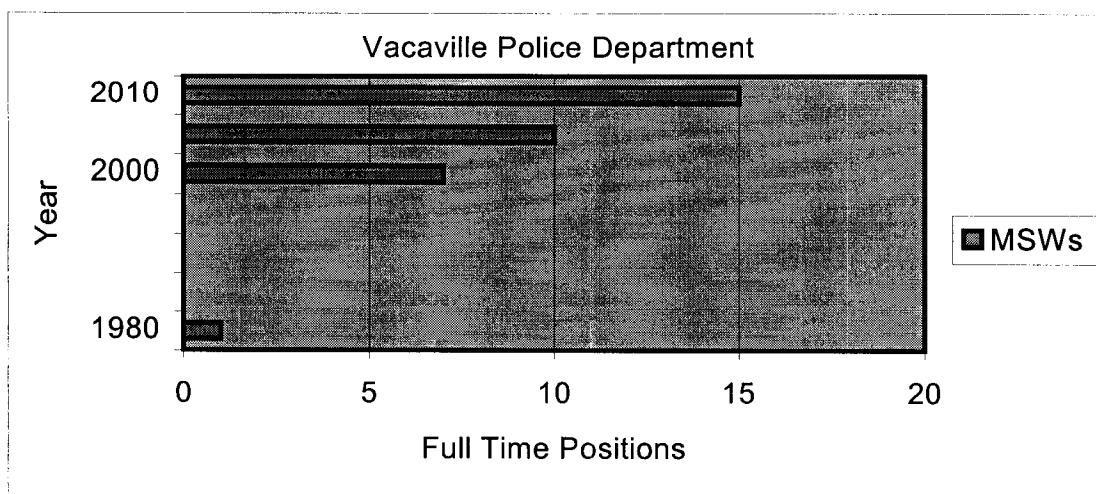


Table 4.1  
Master Social Worker Employed by Vacaville Police Department,  
Figures for 2005 and 2010 are projected.

Reaching a total of fifteen social workers by the year 2010 may look excessive. Current staffing looked excessive to the Committee to Assess Public Safety during their initial look at the department. Continued staffing of MSW positions will allow the organization to embrace a more extensive and effective delivery of social services in the years to come. Other police agencies may find that a differently trained professional will be a better fit for their needs.

Recommendation One is to develop a plan to increase staffing in the social work area. Currently, Vacaville Police Department employs fourteen part-time positions that are classified as Family Support Workers (FSWs) in addition to MSWs. As described earlier, FSWs rely more heavily on life experience and communication skills than on education. As time progresses the opportunity may exist to migrate some of these positions to MSWs, by taking advantage of attrition in the FSW classification or rewarding those who have continued in their education. Following this recommendation

will eventually require the establishment of supervisors and then managers in the MSW classification, allowing the new suggested organization to develop.

Recommendation Two is to establish a formalized training regimen that develops first an appreciation, and then a reliance on the resourcing and counseling skills of the FSWs and MSWs. This training would assist the officer or other first responder to recognize and identify issues that would benefit from the delivery of social services. These types of issues could range from poor sanitation skills to drug abuse and from illiteracy to malnutrition. The goals of the training would include equipping officers with communication skills that would facilitate working with needy and disadvantaged families while coordinating and referring appropriate services.

Recommendation Three is to develop or improve partnerships with existing social service delivery agencies, public and private, for the purpose of coordinating the delivery of services, cross-training employees, and forming relationships that will work to the advantage of the person or family receiving services. For example, Youth and Family Services, a community-based organization, offers drug abuse treatment services to youth in Solano County. Rather than develop a stand-alone program, a police department could partner with their local version of Youth and Family Services to provide drug treatment for police referrals at a reduced or sliding scale rate.

#### Budgetary Issues

Approximately 85 percent or more of a typical police department budget goes to salary and benefits. Adding MSW positions alone as recommended could add nearly \$100,000.00 in the first year. While this is not a huge amount in comparison to the

annual budget of \$14,000,000.00, for example, it will be important to stress the value of social service delivery as an effective method of crime prevention and control. Funding additional police officer positions has been difficult, but doable for most agencies whose governing bodies support public safety; funding civilian positions has been more difficult to justify because the sworn police officer makes the arrests, responds to emergencies, and provides the uniformed visibility in the community. The civilian employee is not as visible, and in most cases provides support functions that while critical to law enforcement, are primarily behind the scenes. In Vacaville, the department is currently evaluating the success of the PASSS program. PASSS was designed as a new program aimed at reducing calls for service to high-risk families and the data is still being analyzed to determine if the program objectives are being met. It is expected that the potential success of the PASSS program will be demonstrated by the first three years of operation. When that occurs, PASSS will be a valuable tool in demonstrating the viability of social programs for crime prevention. PASSS was developed by creative members of the education and police communities, and funded by forward thinking administrators willing to take a chance on a new program.

An additional budget item is office space. While it is common practice to add police officers without adding office space, the effective delivery of social services requires offices for counseling, conference rooms for meetings, and small open rooms for group therapy. If the decision is made to hire MSWs in lieu of police officers, the savings enjoyed by not having to purchase additional patrol cars and safety equipment may be diverted to fund needed office space.

Future successful partnerships will result in agreements to jointly fund programs offered by other non-police agencies. Training, client services, and follow-up may be effectively provided by an outside agency that finds it good business to partner with law enforcement. Budget allowances should include funds for contractual programs and services.

### Evaluation

By the year 2006, after following this scenario of optimistic training, staffing, organizing, and deploying for social services delivery, the Vacaville Police Department will employ a minimum of ten MSWs, and will have reorganized to provide a structure consistent with providing leadership and management opportunities to civilian employees. Additionally, they will have made the necessary budget adjustments to provide staffing, training, and contracting to the extent necessary to achieve the vision of meeting the physical, social and emotional needs of the community. The success of these efforts will be measured by the decrease in the number of complaints and claims filed against the police department, follow-up surveys to the customer satisfaction survey conducted in 2000 at the direction of the city council, reductions in calls for service to problematic locations, and by the crime rate in comparison to other California cities. Maintaining a crime rate that remains level in the face of climbing California crime rates will signify success of the police department and its crime prevention programs.

## Summary

The original question posed by this project asked what role law enforcement would play in delivering social services by the year 2006. Using an optimistic approach, and a vision that places law enforcement clearly in the middle of maintaining and enhancing the quality of life for its community, it appears inevitable that law enforcement agencies across the nation will see an increased role in this effort. That increased role may include civilian employees offering limited health services to the under-served community, civilian and sworn police employees taking a more active role in health education and prevention activities, or training police officers to provide marriage counseling at domestic violence incidents when appropriate. The Family Support Worker of the future may find the resources necessary to assist families within the structure of their own police departments. Those police departments may employ mental health clinicians, financial counselors, and crisis intervention experts in addition to the more traditional sworn police officer.

The Vacaville Police Department model suggests that this is possible, with the correct balance of forward thinking leadership, a structure designed to support a strong social services component coupled with civilian management, and training designed to promote the crime prevention aspects of social services. Forward thinking police departments across the nation are continually looking for ways to provide better service to their customers. Training in cultural awareness, responding to domestic violence, dealing with disabilities, and communicating across ethnic boundaries is commonplace in law enforcement training centers throughout the country. Understanding why people do the things they do is part of learning the important techniques of the profession. It is no

longer accurate for the modern, well-trained officer to say that he or she is a cop, not a social worker. The future delivery of social services by modern police departments is likely to become a reality. The future success of less modern police departments may hinge on how quickly they adapt to new ways of solving problems and teach their staff members that policing at its finest is social work at its best.



## APPENDIX A

### NGT Panelists

Michael Cook, Retired Vacaville Police Chief. Mike was instrumental in facilitating many of our non-traditional programs during his tenure as Chief. He demonstrates the ability to build collaborations with other services and agencies, and is far-sighted when it comes to the future of Law Enforcement.

Lt. Ed Goldberg, Field Support Division Commander. Ed has a long history of creative thinking and motivating others to think outside of the box. He recently developed a county-wide MOU for working with Drug Endangered Children, the only one in the state that incorporates schools and law enforcement.

Beverly Gable, MFT, formerly of the Vacaville Police Department. Beverly has been working in the area of social service delivery for about 20 years, the last 12 with our department. She deserves credit for many of the good ideas that have received national attention. Her most recent assignment was in the Chief's office, working on program development. The NGT was held in the late fall of 2000. In January of 2001 Beverly accepted a position with the Roseville Police Department as a division manager, overseeing family services. Roseville's Chief of Police became aware of her contribution to Vacaville Police Department, and recruited her to join his department.

Lt. Jan Makowski, Family Services Division Commander. Jan, a 20 year veteran, oversees the division that offers the majority of our current social services delivery.

Ann Aguer, Executive Director of the Solano Women's Crisis Center (SWCC). Ann has nearly three years with SWCC, and an impressive resume working in the social services area.

Rischa Slade, Director of Vacaville Transitional Housing, and Vacaville City Council Member. Those who know her regard Rischa as the best of the best. One of her fields of expertise is homelessness. For several years she operated our home for the homeless, and currently oversees a transitional housing project. She is a law school graduate who is dedicated to public service.

Muzetta Thrower, Retired Educator. Muzetta has served in a wide variety of assignments in the public school system. In addition to chairing our local SARB (School Attendance Review Board), coordinating special projects for the local district, and serving as a high school principal, she has earned the reputation of genuinely caring for the youth of our community.

Bernie Meyerson, Consultant. Bernie is a consultant in the recycling industry. He offers an interesting mix of social awareness, business savvy, and good old fashioned intelligence. As the father of one of our staff members, Susan Santos, he came highly recommended for his creativity and vision.

## APPENDIX B

### List of Potential Trends

1. Increased technology relating to computer profiling
2. Dependence on technology
3. Increasing high tech/internet crime
4. Proactive approach to social issues
5. Reaction to community response to Police
6. Economic issues
7. Income disparities
8. Losing public/social employees to private sector
9. More latch-key kids
10. Parental involvement
11. Desensitization to violence
12. Increase in urban infilling and gentrification
13. Crowding of schools
14. Aging population
15. Re-marketing Law enforcement as a career, more educated staff, more civilian management
16. School presence by police
17. Tolerance for Police
18. Evolution of community policing
19. Hate crimes

## APPENDIX C

### List of Potential Events

1. Massive civil unrest
2. Act of police heroism
3. Reversal of Roe v. Wade
4. Event that victimizes Law enforcement
5. Chief held personally liable for police misconduct
6. Massive real estate boom
7. Failure of health care system
8. Implementation of strong censorship
9. Complete build out of City
10. Passage of proposition 38
11. Very serious elder abuse case
12. Change in president/ supreme court
13. Act of political terrorism
14. Another serious school shooting
15. Local leadership changing
16. Massive budget cuts for social services
17. Another serious school shooting
18. Generation y comes of age
19. Double-digit inflation hits
20. Social security bottoms out
21. Environmental disaster

- 22. Massive power outage
- 23. Natural disaster
- 24. Implementing high school exit exam

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